G. R. S. IX-5]

Previous references

1921-22
(283)

File No. 46-2

Serial Nos. 1

Later references.

GENERAL AND REVENUE SECRETARIAT.

Serial Nos. 1

Part B for August 1921.

SUBJECT.

A Copy of a Resolution on the Report of Village Administration in Burma for the year 1920.

Records Section

A.R.K. 18-10

WD 1888—GPB—16,926—23-7-21

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

D.1155

Resolution on the Reports o
Village Admn in Burma
for the year 1920.

Subd for perusal

25/8/21

~~Reject~~

21/8/21 25/8

Lb 44-21—1

RESOLUTION

ON THE

REPORTS ON VILLAGE ADMINISTRATION IN BURMA

FOR THE YEAR 1920

REVENUE SECRETARIAT
L 1155
24 AUG 92
LOCAL SELF GOVT. BRANCH.

RANGOON
OFFICE OF THE SUPERINTENDENT, GOVERNMENT PRINTING, BURMA
1921

[Price,—Rs. 1-8.]

[The maximum limit of the Resolution is three pages.]

TABLE OF CONTENTS.

RESOLUTION ON THE REPORTS ON VILLAGE ADMINISTRATION IN BURMA FOR THE YEAR 1920.

	PARA.	PAGE
Splitting up of circles and amalgamation of Village-tracts	1	1
Demarcation of Village-tracts	2	3
Trial of criminal cases by headmen	3	*ib.*
Trial of civil suits by headmen	4	4
Revenue work of, and Commission paid to headmen	5	5
Excise work of headmen	6	6
Work of headmen in connection with agriculture	7	*ib.*
Registration of vital statistics	8	7
Relations between headmen and the police	9	8
Village Sanitation	10	9
Conduct of headmen, headmen's associations and popularity of the appointment	11	10
Village *Gaungs*	12	12
Fines imposed on village-tracts	13	13
Concluding remarks	14	*ib.*

APPENDICES.

	PAGE
STATEMENT I.—Number of headmen in each district, punishments imposed on them and rewards granted during the year 1920	14
STATEMENT II.—Return of headmen exercising special powers under section 6 (1) or section 9 (4) of the Burma Village Act, 1907	16
STATEMENT III.—Return of fines inflicted by headmen and credited in the Treasury during the year 1920	17
STATEMENT IV.—Return of fines imposed on village-tracts under the Burma Village Act, 1907	18

RESOLUTION

ON THE

REPORTS ON VILLAGE ADMINISTRATION IN BURMA

For the year 1920.

Extract from the Proceedings of the Government of Burma in the General Department,—No. 1R.-2, dated the 30th June 1921.

READ—

The Reports of Commissioners on the working of the Village Act, 1907, during the year 1920.

RESOLUTION.—The process of splitting up large circles, on the death or disappearance from other causes of a circle headman, so as to provide that the village headmen, who collect the revenue and administer the villages, shall draw the commission on their collections, is proceeding side by side with the process of amalgamating neighbouring village-tracts and placing them under one headman, so as to secure that the headman's emoluments shall be commensurate with the importance of his position. The number of subordinate village headmen who draw no commission is now 917 only as against 3,286 in 1910. There are now only 24 *taikthugyis* in Lower Burma (excluding the Hill District of Arakan where the so-called *taikthugyis* are really the Paid Chiefs). In Upper Burma there are still 225 *myothugyis*; the majority of these are found in the Myingyan (62), Lower Chindwin (44), and Magwe (41) Districts; it is probable that many of the circles in these districts are too small to justify further partition. The process of amalgamation is illustrated by the decrease in the total number of headmen from 17,949 in 1910 and 15,661 in 1919 to 15,284 in 1920. In last year's Resolution approval was given to the principle that, while amalgamation must necessarily be carried out gradually as vacancies occur, the lines which amalgamation should follow should not be left to be determined by the order in time, in which posts of headmen happened to fall vacant, and Mr. Clayton's instructions to the Deputy Commissioners in the Arakan Division for the drawing up of a programme of amalgamations were quoted with approval. The policy contained in those instructions has been questioned by several experienced officers. Thus the Commissioner of the Irrawaddy Division (Mr. S. A. Smyth) writes:—

Splitting up of circles and amalgamation of village-tracts.

Statement I.

> I must admit that I foresee the likelihood of difficulty in giving effect to such schemes, framed as they must be largely on paper and without exhaustive local enquiry, when the time for putting them into practice arrives. I remember cases in Upper Burma in which schemes for splitting up *myos*, arranged in regular proceedings and with full local enquiry during the life time of the *myothugyi* and sanctioned by Commissioners, were modified out of recognition on the death of the *myothugyi*. Moreover, it will be difficult in practice to secure that longevity will not be the deciding factor in settling the headmanship of the amalgamated tract. When amalgamation occurs, the surviving headman cannot be immediately ousted, and must be given the combined charge, unless fit for removal. It is too much to ask him

to resign his own charge on chance of reappointment to the combined charge. If he is appointed and administers the combined charge successfully and to the satisfaction of the inhabitants, and the latter on his decease or retirement show their approbation by supporting his heir, it will in practice be morally impossible to revive the claims of the family of the headman who first died. In my opinion, therefore, though a previously prepared scheme of amalgamation may be useful as a general guide, every case for amalgamation must be considered on its merits as it arises on the disappearance of a headman and no rigid adherence to the scheme can be enforced. Further, when a vacancy subsequently occurs in the combined charge, the new headman should, I think, be appointed on the ordinary considerations, of which the chief will be the wishes of the villagers; and these should not be overridden by claims dating from amalgamation. If these are pre-eminent enough to be taken account of, the support of the villagers will always be forthcoming for them.

There is obviously much force in this criticism, but probably Mr. Clayton would have been the first to admit that the programmes which he desired to see drawn up were to be no more than general guides, and that rigid adherence to them was to be deprecated. Similarly, as regards the whole policy of amalgamation, the Lieutenant-Governor has noticed in one or two districts a tendency to what may be called mechanical amalgamation enforced with little regard to local sentiment. The objections to this tendency are forcibly expressed in the following quotation from the report of the Deputy Commissioner, Mandalay (Mr. C. F. Grant):—

At the same time I must add that a year's experience has made me much less enthusiastic than I was eighteen months ago over the policy of amalgamation. When I came out and found that so much progress had been made to revise the policy of subdivision of charges, which like most District Officers I had disliked, I did not fully grasp the practical difficulties that I have experienced. Villages which have had their own headmen for twenty years or so resent—in many cases very deeply—being put under another headman. The position of headman even of a small charge is eagerly sought after in this district. A large village is invariably opposed to being amalgamated to a smaller tract. Needless to say great attention has to be paid to the previous history of the villages, and especially to what village possessed the position of *Ywama*.

I am altogether averse to Mr. Clayton's proposal to draw up a scheme of amalgamations which should be put into effect as opportunity arises. Any rough and ready scheme that could be drawn up would probably ignore sentimental factors that should possess very great weight. If a sufficiently detailed enquiry was made to allow for these factors, the existing amount of unrest and jealousy and suspicion among neighbouring thugyis would be greatly increased. At present, in my opinion, the fears and expectations that the position of uncertainty has aroused are not exercising a beneficial influence on the feeling among headmen. I have no doubt that it is not the intention of Government that all the considerations towards caution which I am urging should be ignored, but I now consider that this policy should be more specifically restricted to dealing with village tracts of obviously very inadequate size, rather than to a general revision of boundaries of which the ultimate benefit would not compensate for the disturbance and lack of confidence that would result during the years in which this revision was gradually being put into force. Undoubtedly the strong tendency in this district is to consider only hereditary claims and the popular vote, and in future we must expect that villagers will be more insistent on having weight attached to their own views with regard to the headmanship of their tract.

I notice both in my Subdivisional Officers and myself greater caution in advocating amalgamation during the latter half of 1920 than was to be observed in the first part, and I, therefore, think that it may be the case that a note of caution should also be sounded for the Province.

Similar testimony to the unpopularity of the policy of amalgamation is given in the report of the Commissioner of the Pegu Division (Mr. W. H. L. Cabell), who writes :—

One Deputy Commissioner (Mr. Morris, Tharrawaddy) draws attention to the dislike felt by the average village at losing its resident headman. I noticed the same thing in Mandalay, and there is no doubt that partly from sentimental reasons—the villager does not like his old-established village to disappear as a separate entity—and partly from practical considerations—difficulty of access to a non-resident headman and so on—the absorption of one village-tract in another is unpopular. Mr. Morris writes :—

"The township schemes will show that I have given effect to the policy extensively in this district, *e.g.*, the four township schemes sanctioned since the close of the year under report involve a reduction of 41 in the number of village-tracts. But since 'self-determination' is the order of the day, and since stress is persistently and rightly laid on the necessity of engaging the co-operation and assistance of the village elders in the suppression of crime and in all matters of village administration, it is pertinent to point out that this policy is unpopular. The villagers almost invariably prefer to have a (potentially) inferior headman in their own village rather than a (potentially) superior one in a village one or two miles away."

Sir Reginald Craddock on an intimate acquaintance with village administration in India entirely shares the scruples and doubts of the experienced officers quoted above; but the policy of amalgamation was definitely adopted by the Government of Burma and by officers much more acquainted with village conditions in Burma than he can ever hope to be, and he must adhere to that policy, so far as it conduces to the attainment of that happy mean described by Mr. Fowler as quoted in last year's Resolution as "a combination of adequate emolument and efficient administration." It is clear that the policy requires to be put into effect with great caution, and with as much regard to popular sentiment as may be possible. It should certainly be restricted, as Mr. Grant suggests, to village-tracts of obviously inadequate size, and any wholesale revision of boundaries is strongly to be deprecated.

Demarcation of village-tracts.

2. Good progress appears to have been made in the demarcation of village-tracts and the supply of maps to headmen. The anomalous state of village-tract boundaries in the Hanthawaddy District, referred to in last year's Resolution, continues to receive the close attention of the Deputy Commissioner (Mr. B. W. Perkins). It appears to be the intention to combine a straightening out of the boundaries with a very general revision of the areas of the tracts, so as to produce a more even distribution of commission among the headmen. The carrying out of such a policy would be bound to create much dissatisfaction among those headmen who were the losers by it, and the Lieutenant-Governor is inclined to think that it would be better if the local officers were to confine their efforts to unravelling the tangles into which the existing boundaries have got themselves. The Commissioner will be asked for a further report on this matter.

Trial of criminal cases by headmen.

3. The criminal work done by headmen is well reported on. The statements appended to this Resolution do not give figures as to the number of cases tried by headmen, but these are given in the Report for the Magwe Division, from which it appears that in the Minbu District, 3,396 cases and in the Pakokku

District 2,410 cases were decided by headmen under their ordinary powers during the year. From these figures one can form some idea of the very great relief which these unpaid village magistrates afford to the Courts of the Province in the disposal of petty cases. The Deputy Commissioner, Mandalay (Mr. Grant), however, notes a tendency on the part of villagers to take their complaints to the court of highest jurisdiction open to them, and deplores the decision arrived at by the Local Government, after the matter had been discussed at a Commissioners' Conference, not to proceed further with the proposal to constitute benches of Honorary Magistrates composed of headmen of groups of village-tracts, to which benches all petty complaints could be sent for disposal. Mr. Grant does not, however, explain how he would overcome the difficulties which led the Commissioners' Conference to discard the scheme. If these benches were expected to try cases summarily, their jurisdiction would be restricted to the very narrow limits imposed by section 261 of the Code of Criminal Procedure. They would be debarred from trying cases of simple theft, of insult with intent to provoke a breach of the peace, of misconduct in public by a drunken person, all of which cases they could try as headmen in virtue of powers conferred upon them by the Village Act. If, on the other hand, they were expected to try cases regularly, they would have to take down the evidence in full and to make full records, and would require a special clerk and an office. It seemed to the Lieutenant-Governor that it would be preferable, instead of setting up these benches in all sorts of places where accommodation could not easily be provided, and restricting membership to village headmen, to have such benches in any town of a reasonable size, but to extend membership thereon to any leading citizen, while at the same time conferring ordinary magisterial powers on individual headmen who possess the education and ability requisite for their exercise.

Statement II. The number of headmen exercising special powers increased from 1,872 in 1919 to 2,026 in 1920. In 1910 the figure was 975. In three districts, namely, Bassein, Henzada and Tharrawaddy, the number of headmen exercising these powers runs to three figures. The extent to which these powers are used varies considerably: thus in the Akyab District, where 68 headmen have these powers, 251 cases were tried under them, whereas in the Ma-ubin District, where 86 headmen have them, only 39 cases were tried under them. In general these special powers appear to be used very sparingly. The fines levied by headmen amounted to Rs. 1,65,146, showing a slight increase over the preceding year. The largest district totals are those of Shwebo and Sagaing, and are apparently due to the punishment of breaches of the rules for the suppression of cattle-disease. Revision of the criminal work of headmen by district officers appears to have been adequate. One Deputy Commissioner is reported to have examined 1,914 cases and to have confirmed the headman's decision in all of them: the average amount of time devoted to each case is not stated. The value of a district officer's work in revising a headman's cases cannot be gauged by the number of cases examined, and it is for this reason that the return of revision cases has been discontinued.

Statement II. 4. The number of headmen invested with the powers of a Civil Court under section 6 of the Village Act was 2,238 as against 2,072 in 1919, and 1,296 in 1910. The extent to which these powers are exercised varies considerably from district to district.

Trial of civil suits by headmen.

In the Toungoo and Thaton Districts, where there are 70 and 74 headmen respectively so empowered, 862 and 504 suits were tried under this section. In the Mandalay District, where there are 60 such headmen, only 58 suits were so disposed of. Probably the extent to which resort is had to the headman in civil disputes depends on the character of the headman. From Kyaukpyu it is reported that civil powers are very little used, because the headmen do not as a rule inspire sufficient confidence. Ma-ubin, on the other hand, reports that many genuine disputes are settled by headmen informally and that their arbitration work is probably of equal importance to that shown in their case registers.

Revenue work of and commission paid to headmen.

5. All Commissioners report favourably on the revenue work of headmen, the only dissentient voice coming from Kyaukpyu, where the headmen are described as slow and apathetic, but even in Kyaukpyu it is admitted that the abnormally high prices of food-grains last year went to explain this slowness and apathy. In the Yamethin District, on the other hand, all the *thathameda* and practically all the land revenue were collected by due date without a hitch in spite of widespread failure of crops—a tribute, as the Commissioner of the Meiktila Division (Mr. A. G. Cooke) remarks, to the elasticity of the revenue system, as well as to the efficiency of the collecting agents. There were of course a few cases of embezzlement [the Deputy Commissioner, Pakkoku (Mr. H. F. Sitzler) refers also to a tendency in that district for headmen to borrow Government money for the purpose of speculating in ground-nuts], and of failure to include in the assessment rolls persons who should have been included, but headmen are only human, and it would be strange if there were no black sheep among the 14,000 and more headmen who had the handling of Government revenue. The commission paid to headmen averaged over the whole Province Rs. 166, as against Rs. 161 in the preceding year and Rs. 133 in 1910-11. The highest figure was in Hanthawaddy (Rs. 271), the lowest in Prome (Rs. 58). The Deputy Commissioner, Tavoy (Mr. P.C. Fogarty), remarks on the impossibility of expecting good work from headmen who, living 50 miles or more from township headquarters, earn Rs. 40 or less *per annum* as commission, the whole of the commission (and more) being absorbed in travelling expenses on unavoidable journeys to headquarters. The Commissioner of the Irrawaddy Division (Mr. Smyth) writes :—

> Before the war Rs. 180 *per annum* was regarded as sufficient remuneration for the ordinary headman. At present cost of living, this should be equivalent to Rs. 270 or more; but no district in the division reaches this average. Amalgamation may effect some improvement in time, but it is a slow process, and it is very doubtful whether it will in the long run be a sufficient remedy. I think that it is essential that a general increase should be made in the rates of commission assigned to headmen on revenue collections. * * * Though commission is far from being the only attraction to candidates for appointment as headman, it is not good policy that headmen as a class, or large numbers of them, should be in indigent circumstances. A great number of headmen with whom I came in contact in the Henzada District feel their present position acutely.
>
> * * * * *
>
> The extent to which the ever-growing duties of a conscientious headman absorb his time, and the expense to which he is put by frequent journeys to township and district headquarters, police-stations and law courts, are often forgotten. The Deputy Commissioner, Pyapon, remarks that, in his opinion, the minimum commission should not be less than Rs. 250 a year to attract men of good character and standing; for even the average tenant who is comfortably off makes some Rs. 300 to Rs. 350 a year.

The Lieutenant-Governor sympathises with the desire that the remuneration of headmen should be adequate to the valuable work that they do, but—again to draw on his Indian experience—he believes that the position is one valued not so much for its pecuniary emoluments as for its dignity and standing. In the vast majority of villages in India a village headman is himself an important cultivator, with considerable areas of land in his occupation for which he pays land revenue in the ordinary way. This is, as it should be, for the *thugyi* should not be regarded or regard himself as a paid Government official, but as the spokesman and representative of the villagers, who, while himself a loyal supporter of Government authority, will not only interpret to the people the rules and orders of duly constituted authority, but interpret to that authority the sentiments and grievances of his villagers. Sir Reginald Craddock attaches the greatest importance to village headmen not being dragged to headquarters on every conceivable pretext. In the Sub-Province of Berar, where the village administration closely resembles that of Burma two distinguished officers (Sir Benjamin Robertson and Sir Frank Sly), when Commissioners of the Berar Division, found that they were able to reduce the visits of village headmen to headquarters by over 50 per cent., and His Honour would like Commissioners of Divisions in Burma to set their minds to reducing to the lowest possible dimensions the custom of requiring village headmen to attend headquarters on all kinds of petty business.

Excise work of headmen.

6. The reports on the excise work of headmen are somewhat more favourable than usual, and it is interesting to note that in one case the wife of a headman (Ela in the Yamethin District) was presented with a gold medal for good work in excise cases. In the Hanthawaddy District the improvement is attributed to the formation of Village Headmen's Associations and greater co-operation among them in the suppression of opium-smuggling. In many districts headmen have probably responded to the stimulus of the growing temperance movement, which is finding expression in the formation of village temperance societes. In the Irrawaddy Division, however, no improvement is noted, and the Commissioner ascribes the general apathy to the toleration extended to acts which do not adversely affect others. Mr. Smyth, however, finds in the nascent activity of the Burman Youths' Temperance League a hopeful sign of the times, although the League's methods are not in all respects above reproach. The Commissioner of the Mandalay Division (Mr. H. A. Thornton, remarks :—

> The Deputy Commissioner writes that the temperance movement in the last year has lost some of its initial impetus although it is receiving from all sources every possible encouragement, and it is yet too early to gauge what the permanent results will be. Personally, from my own short experience of the Division, I am inclined to suspect that the movement depends too much on the personal influence of the Subdivisional and Township Officers and unless the manufacture of molasses from the toddy-palms proves profitable the movement will not have lasting effects. The effect of the temperance movement, whether temporary or not, on the crime statistics of the areas where toddy-palms abound is so remarkable that the movement deserves all possible support.

Work of headmen in connection with agriculture.

7. Headmen displayed manifold activities during the year in connection with the agricultural conditions of the country. The Deputy Commissioner, Yamethin (Lieutenant-Colonel F. BiggWither, I.A.) writes that they have improved conditions of agriculture by keeping notified village canals in good order and

constructing new weirs, that they have maintained storage tanks in excellent order and have helped greatly in relief works, some even advancing money to give employment. Similar testimony is borne by the following extract from the report of the Pegu Division.

There was great scarcity in Prome and North Tharrawaddy owing to the crop failure of 1919.

Mr. Morris writes:—

"There was no famine in the district, but there was considerable distress, especially in Zigon Subdivision, owing to the failure of the paddy crop in 1919-20. Headmen rendered service in their tracts in several ways:—

(1) Villagers sold out all their paddy owing to the high prices obtainable, and some headmen, assisted by wealthier villagers, stored paddy and came to the rescue of the needy during the rains.

(2) Certain headmen organised labour gangs from among their villagers and took contracts from the Executive Engineer for the supply of stone metal and the construction of roads. This at once afforded an interesting experiment in the employment of the Burman as a road cooly and gave a means of subsistence to those villagers who were willing to work. Naturally, the experiment could only be carried on with the self-sacrificing co-operation of Public Works Department officers, which was always forthcoming, but it certainly has proved that in times of distress the Burman will respond to a lead given by an influential headman; whether the ordinary villager will continue to do this work when acute distress does not prevail remains to be seen.

(3) Headmen generally, especially in Monyo Township, took an interest in the co-operative movement and to this extent furthered the cause of the agriculturist."

Mr. Swithinbank writes:—

"The rice crop was a failure throughout the district; however, there was no famine. Every endeavour was made to provide the people with relief works open to local labour, with headmen taking the lead as contractors.

The experiment was not a success. A good deal of work was done, but the hopes held out by the Public Works Department of prompt payment were not realized, and some headmen who had paid interest on their disbursements for several months were a good deal out of pocket at the end of all. Also their measuring was more lax, so that the Public Works Department reckoned and paid for as 200 units what the headman-contractor had reckoned and paid for as 240."

The Deputy Commissioner, Akyab (Mr. J. B. Marshall), reports that practically all headmen were familiar with the cattle segregation rules and were of the greatest assistance to the Veterinary officers in preventing the spread of epidemics, while the Deputy Commissioner, Sandoway (Maung Tha Ban), writes that headmen did a lot of good in inducing cultivators who had a surplus of food-grain to sell to their neighbours who were in sore need rather than to traders who were prepared to pay a little more.

Registration of vital statistics.

8. The registration of vital statistics is generally reported to have been well done. This is, however, a branch of the headman's work which district officers do not ordinarily find the time to test very thoroughly. If Civil Surgeons were not so tied to headquarters by the care of hospitals and jails, and could tour freely over their charges, it is probable that they would have another tale to tell. In Meiktila District the

Deputy Sanitary Commissioner made some inspections and the Deputy Commissioner (Mr. J. L. McCallum) writes:—

The registration of vital statistics is generally bad throughout the district. In illustration of this fact the following pronouncement of the Deputy Sanitary Commissioner, Major Bisset, based on inspections in this district, may be quoted:—'I inspected records of the vital statistics of all the villages I visited, but my notes call for no comment beyond the fact that is borne in on one that the rural vital statistics of the Province are based on hopelessly inaccurate figures, especially as regards births and cause of death.'

Headmen in general are not sufficiently educated to appreciate the value of statistics, and the duty of registration is frequently neglected or left to the *myaza*.

Relations between headmen and the police.

9. Most districts report relations between headmen and police to have been cordial. In the Shwebo and Prome Districts they are reported to have been responsible for the majority of arrests in cognizable cases. The Deputy Commissioner, Tharrawaddy (Mr. Morris), writes—

Though twenty headmen were rewarded by the District Superintendent of Police, this fact bears no relation to the work accomplished by headmen, the importance of which it is almost impossible to overestimate. The hearty co-operation between headmen, ten-house *gaungs*, and the police is a feature of the administration of the district, and is readily acknowledged by the Superintendent of Police. I have previously met individual headmen equally zealous and capable in the prevention and detection of crime, but I have not hitherto met such a general familiarity on the part of headmen with the names, history, character and movements of the criminals in their own and neighbouring charges. I attribute this largely to the efficient working of the headmen's associations.

And similar testimony comes from Tavoy, where the Deputy Commissioner (Mr. P. C. Fogarty) remarks that—

Only four headmen were rewarded for assistance to police-officers. This figure does not adequately represent the amount of assistance given by headmen. In the first place, even during the worst period of the past two years, many tracts were entirely free from crime simply because they were fortunate in having zealous and resolute headmen who were widely respected and feared. Again, in my experience, the headman in very many cases has done much useful work before the arrival of the police on the scene. The headman of Tawgye tract, to whom the death of a woman was reported as caused by suicide, put various facts together and reported within a few hours that she had been murdered by her husband. The latter has since been found guilty of the murder. The headman of Maungmeshaung tract elicited the only evidence forthcoming in a case of murder which took place in his village and promptly found his pony stabbed to death. The Local Government subsequently compensated him to the extent of the full value of the pony. I could instance many similar cases. And the number will be far greater when subordinate officials learn to treat headmen properly.

A discordant note comes, however, from the Amherst District where the Deputy Commissioner (Mr. E. J. Farmer) and the District Superintendent of Police (Mr. A. P. Warburton) complain not so much of any lack of good-will, as of ignorance on the part of headmen of their duties. This is ascribed to lack of instruction by Township Officers, who are hampered in many parts of the district by the lack of communications.

On the whole it is clear that village headmen set a good example to the countryside in the duty of the public to co-operate with the police for the suppression of crime, and it is interesting to observe that in the Henzada District, largely on the initiative of the Tein-ngu headman, societies of cattle-owners

are being formed for the purpose of self-protection against cattle-thieves. The members of these societies pledge themselves not to pay ransom for stolen cattle, to report all cattle-thefts immediately, to join together in tracking and recovering cattle, when stolen, and to pay compensation to the unfortunate owners, whose cattle are not eventually recovered, out of a common fund.

Village sanitation.

10. Several officers report a gradual improvement in village sanitation, and it is clear that district officers, as a whole, are giving this matter the attention which its importance deserves. It is equally clear, however, that the rate of progress is very slow. The Commissioner of the Irrawaddy Division (Mr. Smyth) thinks that "improvements in sanitation, other than spasmodic cleanings-up, must await a change of public opinion which education and gradual enlightenment may be expected to produce in the course of time," while the Commissioner of the Pegu Division (Mr. Cabell) opines that village sanitation cannot exist until Rural Boards have been formed and employ an adequately trained staff. The Deputy Commissioner, Mandalay (Mr. Grant), advocates the extension of village sites as the best measure to improve the health of the rural population. This raises the much-vexed question of the village fence. The case against the village fence is thus stated by the Deputy Commissioner, Sagaing (Maung Shwe Tha) :—

> The village fencing takes a very important and unfavourable position. It is responsible chiefly for the insanitary conditions of villages owing to the fact that in addition to the usual village refuses, cattle, swine, and other domestic animals have to be kept inside the village fencing as it is not allowed to the villagers to live and keep them outside the villages. The circumstances and the changing condition of life of the people as they now present themselves, as apart from the advantages yearned for by the police, the officers and the capitalist, may cause this system of village protection to be abandoned or modified. Owing to want of time in the race for a living, bamboos, thorns and other materials have to be bought by those who can do so and the others have to cart them from good distances, causing stoppage of their other work for village fencing. Added to this and for the same reason a villager has to incur expenses in carrying out of other village duties when he cannot himself do it. Thus a villager is spending more in carrying out his village duties than a man living in a municipal town and this without any of the advantages enjoyed by the latter.

The Commissioner of the Sagaing Division (Mr. H. N. Tuck), while recognising that confinement within a village fence is not helpful towards securing sanitary conditions, considers that fencing should be enforced so long as the state of crime in a district renders it necessary. In the Minbu District, under the orders of the then Commissioner of the Magwe Division, Mr. W. J. Keith, the fencing of villages was left last year to local option. The issue of orders requiring villages to be fenced rests with the Deputy Commissioner under section 8, sub-section (*i*), clause (*f*), of the Village Act, and it has been laid down by executive order that fences are not to be required where they are not necessary. It is generally admitted that village fences are an impediment to village sanitation, and the policy to be followed should be to dispense with fences, where this can be done without imperilling the security of villages, and offering temptations to cattle-thieves and other criminals in districts where these are likely to avail themselves thereof.

12. The conduct of headmen was, as usual, generally good. The Lieutenant-Governor is glad to see that the remarks in last year's Resolution as to the punishment of headmen has borne fruit, and that there has been a marked decrease in the number of headmen fined. That there is room for a further decrease is suggested by the fact that, in the Thaton District, headmen were fined for an incorrect entry in the register of cases of the hour of detention of an accused in custody, and for not clearly reading the tax-tickets whereby an excess collection was made from an assessee, in both of which cases, unless there were aggravating facts which have not been stated, a reprimand would seem to have been quite sufficient. The "group system," or system of headmen's associations, is slowly spreading and establishing itself, and, as the following extract from the report of the Commissioner of the Pegu Division (Mr. Cabell) will show, it is giving particularly valuable results in that Division :—

Conduct of headmen, headmen's associations and popularity of the appointment.

Statement I.

Mr. Morris, since his arrival in Tharrawaddy, has spared no pains to confirm the organisation founded by Colonel Nethersole. In Prome the associations are in full swing, and so is the case in Hanthawaddy. In Pegu Major Sandeman is spending most of his time in introducing the Tharrawaddy system. In Insein, where I should say the headmen—much of the district is comparatively newly settled—are the weakest in the Division, much still remains to be done. In Taikkyi a good deal of progress has been made, and Insein will now have a good Township Officer thoroughly trained in the Tharrawaddy system. Every officer is a keen believer in the group system, and its efficacy in dealing with criminals, and generally improving the conditions of village life. The theory on which it is based—probably unconsciously—is that a strong local authority disappeared with the passing of the circle thugyi, and that the creation of a collective body of local opinion whose obvious interest is on the side of law and order will fill the vacuum. The theory seems to work in practice, and I hope it will continue to do so. Nothing should be neglected which will augment the interest taken by headmen in their group meetings. One matter in which they are particularly helpful to the district officer is in the selection of headmen to fill vacancies. They are not going to allow a weak or criminal headman to be appointed. An interesting case in Hanthawaddy was one in which the Thongwa headman publicly and formally protested against the reduction of a sentence passed on a noted gambler by the Sessions Judge.

Mr. Morris writes :—

"Headmen's associations continue to operate efficiently; there is no sign yet that their monthly meetings have degenerated into mere formalities. The associations are jealous of a headman's privileges, anxious to enhance the prestige and influence of headmen, and, by raising the tone of headmen's conduct, help themselves to achieve the end they desire. It goes without saying that some of their resolutions cannot be carried into effect; but, providing matters are explained to them they do not resent this. Headmen's associations are, I find, generally keen to propose amalgamation of tracts, to enhance the emoluments of surviving headmen. Recently a headman suggested to me that one ten-house *gaung* in each village should be charged with the duty of recording vital statistics, and should have stocks in which to confine villagers. In fact there is a danger that our headmen with their augmented jurisdictions should ape the circle thugyi whom Government has found it advisable to displace.

The permanent fixation of village-tract boundaries will of course curtail this tendency."

So much for Lower Burma. In Upper Burma the system is taking root equally vigorously, as may be seen from the following remarks by the Deputy Commissioners, Kyaukse (Mr. W. J. Smyth) and Meiktila (Mr. McCallum) :—

Kyaukse.—The system was introduced by Mr. McCallum in 1917. The district is divided into 22 groups, each consisting of about 10 village-tracts, the headmen of which

meet monthly at the residence of each in turn. The groups elect their own 1st, 2nd and 3rd presidents, whose term of office tends to be permanent. The object of having three presidents is to enable two or more office-bearers to be deputed for the purpose of any local enquiry.

The primary function of the groups is to secure co-operation in the maintenance of order. Any member who is inefficient is warned and finally reported with a view to his replacement. The work includes surveillance of bad characters and suspicious strangers, maintenance of fences and *kins*, drills in Snadden's system of defence and the prevention of offences both under the Indian Penal Code and under the Excise, Opium and Gambling Acts.

The secondary duties include promotion of sanitation, education, better communications, better general administration, agricultural improvements, irrigation, co-operation and all subjects which interest and affect the lives of the inhabitants of the groups.

The groups have no actual powers (except that of licensing *pwes* within their areas), but indirectly they exercise very considerable authority owing to actual support among the members; to the influence of the leading headmen over their fellows, and to being in close touch with, and receiving strong support from, the Deputy Commissioner.

As regards the results of the system, groups in different localities have different characteristics, but generally more interest has been shown, and better results achieved, in the secondary functions than in the primary. Among the tangible results may be mentioned an improvement in the maintenance of village fences and *kins*, provision of village schools where required, construction and maintenance of village roads, and useful advice and information on matters relating to irrigation, communications, the state of crops, the price of foodstuffs, and in fact almost every matter which affects the rural population. It is remarkable that without powers and without funds the groups should have been able to accomplish so much.

Meiktila.—There are 39 groups of headmen in the district which meet regularly once a month and pass resolutions which they forward direct to me, thus keeping me in direct touch with them. I pass orders and make remarks in the margin, sending extracts, if necessary, to the various officers more immediately concerned, such as District Superintendent of Police, Executive Engineer, Roads and buildings, and Executive Engineer, Irrigation, Divisional Forest Officer, and Inspector of Schools. The minutes are then returned to the group president through the Subdivisional Officer, and the Township Officer, with translation of all remarks made and orders passed.

The eulogy on the work of these groups passed by my predecessor last year is, in my opinion, much exaggerated. I believe I was the first officer to initiate such groups in Upper Burma, *viz.*, in Kyaukse in 1917-18, and was instrumental in starting the system in Meiktila District. I have no hesitation in saying that the working of the Kyaukse groups is very much better than that of the Meiktila groups. Perhaps there is a better average of headmen in Kyaukse District, and there is certainly a higher standard of comfort.

Still, I am definitely of opinion that the group system in Meiktila District is of immense value, and it has become such an accepted part of the administration that it is difficult to imagine how we got on without groups before they were created. I am also of opinion that they could be much improved and become of much greater value as a vehicle of interpretation of Government's policy to the people. Explanation and popularisation of Government's forest policy, for example, through the medium of the groups is urgently necessary. Education of the headmen by means of constant interviews with officers, particularly the officers of the technical departments, is rendered easy by the existence of these groups. Their development and nursing requires much more time than I have been able to devote to them.

I have taken the further step of instituting quarterly meetings of the group presidents of one township at the township headquarters. These men are the pick of the township, and their resolutions are generally marked by sound common-sense.

There is a general consensus of opinion as to the popularity of the appointment of headman. The Commissioner of the Irrawaddy Division (Mr. Smyth) writes:—

> The appointment of headman continues to be very popular and much sought after. Almost every vacancy elicits a number of applicants and there is seldom any difficulty in selecting headmen of the right class. As a defect in the elective system the Deputy Commissioner, Ma-ubin, notes that as between two applicants, whose qualifications are approximately equal, the weight of the vote of the more turbulent or criminal villagers is inevitably thrown into the scale of the weaker man. This defect indicates the advisability of retaining the present system of appointment as against a purely elective system, which would give far too much scope to the village bully and his adherents.

The state of affairs noted by the Deputy Commissioner, Ma-ubin, is by no means confined to the Delta. The Deputy Commissioner, Pegu (Major A. P. Sandeman), reports that in that district, in criminal villages, the good men hold aloof, and the candidates for the headmanship are nearly always either men of bad character or men of straw put up by men of bad character. The villages in the Pegu District have been divided into five classes according to their freedom from crime, and whereas in villages which are free or comparatively free from crime voting for headmen is by secret ballot, and the Deputy Commissioner, except in extraordinary cases, accepts the vote of the majority, in criminal villages the voting is open and the Deputy Commissioner ignores the majority vote, where it is in favour of an undesirable character.

In Upper Burma the hereditary principle still prevails in the choice of headmen. But it is obviously undesirable in these days to allow closeness of relationship to be the sole deciding factor. In the Lieutenant-Governor's opinion, while due account should be taken of that relationship, there is no good reason why account should not also be taken in Upper Burma of popular sentiment as also of personal qualifications. Where other things are equal, the degree of relationship may be allowed to turn the scale. Where, however, two candidates for a vacancy are both relations of the last headman, and one of them is personally the better qualified and has secured a larger measure of support from the villagers, he should certainly be given the appointment, even though the other candidate is more closely and more directly related to the late headman. The executive instructions on this subject in the Village Manual will be amended.

Village *gaungs*.

12. The reports have little to say about the ten-house *gaungs* of Lower Burma and the *ywagaungs* of Upper Burma. The appointment is not popular and for good reason: the duties are onerous, and the only privilege is exemption from capitation-tax and *thathameda*. The surprising thing is that, in spite of it all, they should do so well as they do, *e.g.*, in the Yamethin District, where 27 *ywagaungs* received rewards for good work in the detection of cases. The Commissioner of the Irrawaddy Division (Mr. Smyth) is in favour of raising the status of the ten-house *gaung* to that of the *ywagaung* of Upper Burma, while the Deputy Commissioner, Mergui (Major V. Beadon), is in favour of allowing them to possess land free of revenue up to a maximum of 10 acres. The present is not a very opportune time to consider an alteration of the status and emoluments of the *gaung*. It becomes more and more obvious that the impending introduction of District Councils and Circle Boards will involve a considerable re-casting of the village system, and one

possible line of advance is the conversion of the *gaung* into a paid village official, who will relieve the headman of many of his minor duties, and give him greater freedom as the spokesman of his village-tract in its dealings with the Circle Board.

Fines imposed on village-tracts.

13. The amount of fines imposed on village-tracts in 1920 was Rs. 42,084, the lowest figure recorded for very many years. This fact is probably not due to a greater readiness to apprehend dacoits and other criminals, or to come forward with evidence leading to their apprehension, so much as to a greater appreciation by district officers of the villagers' side of the picture. In the Hanthawaddy District, where the fines imposed amounted to Rs. 960 only as against Rs. 2,400 in 1919, the decrease is apparently partly explained by the fact that where the conduct of villagers has been unsatisfactory, instead of a fine being inflicted, the village is put on a "black list" of villages, in which no *pwes* can be held save with the express sanction of the Deputy Commissioner. Statement IV.

Concluding remarks.

14. The reports indicate clearly the great interest which all ranks of district officer take in Village Administration. They also indicate that, largely owing to the pioneer work of Colonel Nethersole and Mr. McCallum, the village system is adapting itself in remarkable fashion to the progressive spirit of the times. Mr. Cooke describes the group system of village headmen as a solid stepping-stone to the introduction of Circle Boards, but doubts whether it will survive it. It is hardly imaginable that these Boards should supersede the village system, but the task of dove-tailing the two systems will be one of some difficulty. Another problem of great importance in a few districts is that of adapting the village system, which, as the Deputy Commissioner, Magwe (Mr. H. H. Mackney), remarks, is devised for purely rural and agricultural areas, to the needs of areas which have become industrialised. The next few years are likely to be years of transition, which will make a heavy call on the tact and patience of district officers, and on their ability to examine impartially and to assimilate new ideas, and to secure an understanding and an acceptance of those ideas by their subordinates. The Lieutenant-Governor does not doubt that they will find great assistance in this task from village headmen, who, taking them all in all, display a public spirit and a zeal for the welfare of their fellow-villagers, which augurs well for the future development of self-government in this country.

By order of the Lieutenant-Governor of Burma,

F. LEWISOHN,
Chief Secretary to the Government of Burma.

ORDER.—Ordered that a copy of the Resolution, and of the statements attached thereto, be forwarded to all Commissioners, Deputy Commissioners and Subdivisional Officers, and to the Inspector-General of Police, for information.

By order,

J. H. WISE,
Offg. Under Secretary to the Government of Burma.

Printed by order of the Government of Burma.

G. B. P., Maymyo,—No. 28, C. Secy., 1-7-1921—218.

STATEMENT No. I.—*Number of headmen in each district, punishments imposed*

Division.	District.	Headmen of circles (*myothugyis, thwethaukkyis*, etc.) in Upper Burma, and headmen of village-tracts who are also revenue-collecting *taikthugyis*, in Lower Burma.		
		Receiving the entire commission throughout their circles.	Receiving full commission in their own village-tracts and a share of the commission in subordinate village-tracts.	Receiving commission in their own village-tracts only.
(1)	(2)	(3)	(4)	(5)
ARAKAN ...	Akyab	.....	.....	.....
	Hill District of Arakan ...	18	.....	.....
	Kyaukpyu	4	.....	.....
	Sandoway ...	.....	.....	.....
	Total ...	22	.....	.....
PEGU ...	Insein	.....	.....	.....
	Hanthawaddy ...	.....	.....	.....
	Pegu	.....	.....	.....
	Tharrawaddy	2	.....	.....
	Prome	.....	.....	.....
	Total ...	2	.....	.....
IRRAWADDY ...	Bassein ...	3	.....	.....
	Myaungmya	1	.....	.....
	Ma-ubin ...	1	.....	.....
	Henzada ...	2	.....	.....
	Pyapôn	.....	.....	.....
	Total ...	7	.....	.....
TENASSERIM ...	Toungoo	.....	.....	.....
	Salween	6	.....	.....
	Thatôn	.....	.....	.....
	Amherst	2	.....	.....
	Tavoy	3	.....	.....
	Mergui	.....	.....	.....
	Total ...	11	.....	.....
MAGWE ...	Thayetmyo	4	.....	.....
	Pakôkku	1	29	1
	Minbu	20	5	.....
	Magwe	41	3	.....
	Total ...	66	37	1
MANDALAY ...	Mandalay	14	.....	.....
	Bhamo	.....	.....	.....
	Myitkyina	.....	2	.....
	Katha	7	9	.....
	Total ...	21	11	.....
SAGAING ...	Shwebo	1	.....	.....
	Sagaing	10	.....	.....
	Lower Chindwin	44	.....	.....
	Upper Chindwin ...	9	3	.....
	Total ...	64	3	.....
MEIKTILA ...	Kyaukse	.....	.....	.....
	Meiktila	12	5	.....
	Yamèthin	.....	6	.....
	Myingyan	62	12	2
	Total ...	74	23	2
	GRAND TOTAL, BURMA ...	267	74	3
	GRAND TOTAL, BURMA, FOR 1919	292 ‡	73	3

° Includes 4 *bayaingôks*
‡ Revised
¶ Includes 73 headmen

on them and rewards granted during the year 1920—(Paragraphs 1 and 11).

Headmen of village-tracts subordinate to headmen of circles in Upper Burma and headmen of village-tracts who are not *taik-thugyis*, but are within the jurisdiction of revenue-collecting *taik-thugyis* in Lower Burma.			Headmen of village-tracts not subordinate to circle headmen and drawing full commission.	Average commission paid to headman shewn in column 9.	Total number of headmen.	Number of headmen.			
Receiving full commission in their own village-tracts.	Receiving a share only of the commission in their own village-tracts.	Receiving no commission.				Dismissed.	Suspended.	Fined.	Rewarded.
(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
				Rs. A. P.					
...	...	...	833	192 0 0	906¶	11	...	1	27
...	...	22	...	66 0 0	40	...	...	...	...
...	...	43	333	102 0 0	380	5	...	3	4
...	...	..	183	115 7 9	1 2	2	...	1	16
...	...	65	1,348	160 4 9	1,508	18	...	5	47
...	...	...	376	244 9 6	376	8	3	7	80
...	...	...	465	271 0 0	465	10	...	6	89
...	...	...	447	248 0 0	447	23	1	3	89
...	...	27	515	165 5 0	544	11	5	6	97
...	...	...	426	58 10 6	426	16	...	5	207
...	...	27	2,229	197 8 2	2,258	68	9	27	562
...	...	42	642	154 0 0	687	14	...	...	115
...	...	32	556	221 0 0	589	1	...	1	91
...	...	8	308	175 0 0	317	5	1	16	20
...	...	23	609	151 0 0	634	2	...	12	92
...	...	...	379	244 0 0	379	4	...	15	76
...	...	105	2,494	189 0 0	2,606	26	1	44	394
...	...	...	552	158 0 0	552	5	5	2	57
...	...	80	3	111 0 0	89	1	...	...	8
...	...	...	383	214 0 0	383	5	1	14	69
...	...	64	291	172 0 0	357	13	2	5	55
...	...	26	149	157 0 0	178	1	2	...	20
...	...	...	147	111 0 0	147	3	3	2	19
...	...	170	1,525	154 0 0	1,706	28	13	23	228
...	...	41	601	96 0 0	646	15	...	17	106
2	52	3	642	138 0 0	730	7	2	10	147
...	38	33	284	243 0 0	380	4	2	9	165
...	8	81	421	125 0 0	554	4	2	5	92
2	98	158	1,948	137 0 0	2,310	30	6	41	410
...	...	19	334	190 0 0	367	7	...	11	74
...	...	...	206*	124 1 7	206*	2	1	...	7
...	29	...	143	83 0 0	174†	5	1	2	15
...	42	27	581	115 0 0	666	11	...	6	6
...	71	46	1,264	128 0 0	1,413	25	2	19	92
...	...	8	627	232 0 0	636	4	...	12	138
...	...	22	297	267 0 0	329	5	1	9	52
...	...	125	316	174 0 0	485	7	...	7	246
...	29	27	344	122 0 0	412	4	1	...	21
...	29	182	1,584	203 0 0	1,862	20	2	28	251
...	...	...	281	210 0 0	281	4	3	7	33
...	20	22	342	131 0 0	401	11	6	4	48
...	29	...	329	258 0 0	364	4	...	15	137
...	40	142	317	165 0 0	575	7	7	13	33
...	89	164	1,269	170 0 0	1,621	26	16	39	251
2	287	917	13,661	...	15,284	241	49	226	2,235
2	301	1,031‡	13,826‡	...	15,607‡	324	40	264‡	2,261

† Excludes 3 *kayaingoks*.
figures.
receiving no commission.

STATEMENT NO. II.—*Return of headmen exercising special powers under section 6 (1) or section 9 (4) of the Burma Village Act, 1907*—(Paragraphs 3 and 4).

Division.	District.	Number of headmen exercising special criminal powers under section 9 (4) on 31st December 1920.	Number of headmen exercising special civil powers under section 6 (1) on 31st December 1920.
(1)	(2)	(3)	(4)
ARAKAN ...	Akyab	68	68
	Hill District of Arakan	...	...
	Kyaukpyu	12	32
	Sandoway	12	12
	Total ...	92	112
PEGU ...	Insein	54	82
	Hanthawaddy	74	128
	Pegu	57	74
	Tharrawaddy	169	147
	Prome	55	69
	Total ...	409	500
IRRAWADDY ...	Bassein	128	130
	Myaungmya	35	55
	Ma-ubin	86	64
	Henzada	149	136
	Pyapôn	64	81
	Total ...	456	466
TENASSERIM ...	Toungoo	68	70
	Salween	7	7
	Thatôn	75	74
	Amherst	45	60
	Tavoy	22	31
	Mergui	12	17
	Total ...	229	259
MAGWE ...	Thayetmyo	38	42
	Pakôkku	62	71
	Minbu	68	72
	Magwe	37	30
	Total ...	205	215
MANDALAY ...	Mandalay	56	60
	Bhamo	1	1
	Myitkyina	4	6
	Katha	12	19
	Total ...	73	86
SAGAING ...	Shwebo	97	95
	Sagaing	95	101
	Lower Chindwin	73	59
	Upper Chindwin	61	92
	Total ...	327	347
MEIKTILA ...	Kyaukse	56	75
	Meiktila	45	42
	Yamèthin	79	72
	Myingyan	55	64
	Total ...	235	253
	GRAND TOTAL, BURMA ..	2,026	2,238
	GRAND TOTAL, BURMA, FOR 1919 ...	1,872*	2,072*

*Revised.

STATEMENT NO. III.—*Return of fines inflicted by headmen and credited in the Treasury during the year* 1920.

Division.	District.	Amount credited.
1	2	3
		Rs. A. P.
Arakan ...	Akyab ...	3,780 0 0
	Hill District of Arakan ...	29 0 0
	Kyaukpyu ...	562 14 0
	Sandoway ...	913 4 0
	Total ...	5,285 2 0
Pegu ...	Insein ...	6,587 10 0
	Hanthawaddy ...	7,290 0 0
	Pegu ...	7,930 13 3
	Tharrawaddy ...	8,391 11 0
	Prome ...	6,392 2 0
	Total ...	36,592 4 3
Irrawaddy ...	Bassein ...	4,749 3 6
	Myaungmya ...	3,659 8 0
	Ma-ubin ...	5,898 14 0
	Henzada ...	5,797 0 0
	Pyapôn ...	5,194 15 0
	Total ...	25,299 8 6
Tenasserim ...	Toungoo ...	6,526 7 0
	Salween ...	238 0 0
	Thatôn ...	3,785 0 0
	Amherst ...	2,749 4 6
	Tavoy ...	1,037 0 0
	Mergui ...	753 8 0
	Total ...	15,089 3 6
Magwe ...	Thayetmyo ...	2,325 0 0
	Pakôkku ...	7,492 6 0
	Minbu ...	8,076 4 0
	Magwe ...	8,282 3 0
	Total ...	26,175 13 0
Mandalay ...	Mandalay ...	4,173 0 0
	Bhamo ...	250 4 0
	Myitkyina ...	1,814 1 0
	Katha ...	2,773 0 0
	Total ...	8,410 5 0
Sagaing ...	Shwebo ...	10,442 0 0
	Sagaing ...	9,711 0 0
	Lower Chindwin ...	5,471 14 0
	Upper Chindwin ...	1,160 0 0
	Total ...	26,784 14 0
Meiktila ...	Kyaukse ...	4,335 0 0
	Meiktila ...	6,679 5 0
	Yamèthin ...	3,932 6 0
	Myingyan ...	6,562 8 0
	Total ...	21,509 3 0
	Grand Total, Burma ...	1,65,146 5 3
	Grand Total, Burma, for 1919 ...	1,63,939 12 9*

* Revised figures.

STATEMENT NO. IV.—*Return of fines imposed on village-tracts under the Burma Village Act, 1907*—(Paragraph 13).

Division.	District.	Fines under clauses (*a*) and (*b*) of section 13 or section 14 of the Act.		Fines under clause (*c*) of section 13 of the Act (Track Law).	
		Number of village-tracts fined.	Aggregate amount of fines.	Number of village-tracts fined.	Aggregate amount of fines.
(1)	(2)	(3)	(4)	(5)	(6)
			Rs. A. P.		Rs. A. P.
ARAKAN	Akyab	...	...	...	...
	Hill District of Arakan	...	...	...	...
	Kyaukpyu	...	...	...	...
	Sandoway	...	...	...	...
	Total	...	...	...	...
PEGU	Insein	7	2,213 0 0	...	...
	Hanthawaddy	3	960 0 0	...	...
	Pegu	13	8,151 0 0	...	...
	Tharrawaddy	12	2,353 0 0	1	105 0 0
	Prome	13	3,304 0 0	...	...
	Total	48	16,781 0 0	1	105 0 0
IRRAWADDY	Bassein	2	415 0 0	1	60 0 0
	Myaungmya	1	95 0 0	...	...
	Ma-ubin	5	1,055 0 0		...
	Henzada	7	1,249 0 0	5	822 0 0
	Pyapôn	4	1,220 0 0	...	...
	Total	19	4,034 0 0	6	882 0 0
TENASSERIM	Toungoo	4	1,057 0 0	...	...
	Salween	...	...	...	...
	Thatôn	4	400 0 0	...	...
	Amherst	8	3,635 8 0	...	...
	Tavoy	2	907 0 0	...	...
	Mergui	...	...	...	...
	Total	18	5,999 8 0		...
MAGWE	Thayetmyo	7	1,392 0 0	...	...
	Pakôkku	1	985 0 0	1	110 0 0
	Minbu	6	984 0 0	2	276 0 0
	Magwe	7	2,406 0 0	...	...
	Total	21	6,767 0 0	3	386 0 0
MANDALAY	Mandalay	2	340 0 0	...	...
	Bhamo	...	...	...	...
	Myitkyina	2	620 0 0	...	...
	Katha	2	158 0 0	...	...
	Total	6	1,118 0 0	...	...
SAGAING	Shwebo	...	...	...	...
	Sagaing	1	300 0 0	...	...
	Lower Chindwin	...	...	...	...
	Upper Chindwin	1	285 0 0	...	...
	Total	2	585 0 0	...	...
MEIKTILA	Kyauksè	4	749 0 0	...	...
	Meiktila	3	1,549 0 0	...	...
	Yamêthin	3	779 0 0	...	...
	Myingyan	3	2,150 0 0	...	...
	Total	13	5,427 0 0	...	...
GRAND TOTAL, BURMA		127	40,711 8 0	10	1,373 0 0
GRAND TOTAL, BURMA, FOR 1919		160	51,810 0 0	12	2,127 4 0

G.B.C.P.O.—No. 238, C. Secy. 9(a), 4-8-21—200.